



RESEARCH ARTICLE

Organizational and Legal Cooperative Aspects between Government and Public Institutions as a Key Factor in the Formation of an Efficient and Transparent State Administration System

Serhii Shatrava¹, Serhii Vylkov², Yevhen Sobol³, Vitaly Kondratenko⁴, Alexey Drozd⁵, Marina Azhazha⁶, Valentyna Voronkova⁷, Vitalina Nikitenko⁸, Olexandr Chernenko⁹

¹Kharkiv National University of Internal Affairs, Kharkiv, Ukraine

²Head of Higher Qualification and Disciplinary Commission of the Bar; Kyiv, Ukraine

^{3,4,9}Volodymyr Vynnychenko Central Ukrainian State University, Kropivnitsky, Ukraine

⁵National Academy of Internal Affairs, Kyiv, Ukraine

^{6,7,8}Zaporizhzhia National University, Zaporizhzhia, Ukraine

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ABSTRACT

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***Corresponding Author:**

sergshatrava@gmail.com

The purpose of the research are organizational directions and legal cooperative aspects between government institutions and the public ones as a key factor in the formation of an effective and transparent public administrative system. Cooperative areas between government institutions and the public ones with the aim to create an effective, transparent and accountable public administrative system have been revealed. Challenges and problems in the cooperation between government institutions and the public ones and ways to solve them are analyzed. The conceptual and categorical organizational apparatus and legal cooperative aspects between government institutions and the public ones as a key factor in the formation of an effective and transparent public administrative system is substantiated. System methodology and Agile - the methodological cooperative analysis of government institutions and the public ones as a key factor in the formation of an effective and transparent public administrative system is an ordered complex managing system, which also includes non-linear public administration. The importance of governmental institutions and the public ones are transparent and accountable actions of the government increase the citizen trust in state institutions; involving the public allows for the policy creation that are more reasonable and appropriate to the populative needs; openness and public scrutiny reduce opportunities for corruption and abuse. Therefore, cooperation between government institutions and the public ones serves as a foundation for building modern democratic governance.

INTRODUCTION

Organizational and legal cooperative aspects between government institutions and the public ones concern the legal bases and mechanisms that regulate the interaction between state bodies and citizens or public organizations. This cooperation is aimed at ensuring effective governance, increasing the transparency of government, citizens' participation in decision-making and the democracy development. These aspects strengthen this interaction and make it more effective and contribute to the formation of dialogue between the state and society, which is an important democratic developing part ensuring social stability, which emphasizes the transparency of management, strengthens the idea of efficiency, and emphasizes the creating a system process.

Organizational and legal aspects are legal and organizational mechanisms and tools ensuring interaction between government institutions and the public ones ones. This includes the laws, regulations, institutions and structures that form cooperative basis.

Power and the public institutions - we are talking about state bodies (the government, local authorities, state institutions) and civil society (public organizations, activists, ordinary citizens). Cooperation between the government and the public is important for the proper state functioning, which is a key factor that is one of the main elements that affects the governance effectiveness.

Formation of an effective and transparent public administrative system is the goal of such cooperation. An effective public administrative system means the ability to make decisions quickly and effectively, a transparent public system allows to monitor the activities of the authorities and increase trust in state institutions. Therefore, the organizational and legal cooperative aspects between government institutions and the public ones are important between the government and civil society for building an effective, responsible and open state administration.

In a modern democratic society, transparency and efficiency of public administration are priorities. The interaction in government institutions with the public becomes an important affecting the stability and developing state factor. In modern democratic society, transparency and efficiency of public administration are priorities. The interaction in government institutions with the public becomes an important affecting the stability and development state factor.

An important role is played by the institutional platform creation for interaction (public councils, advisory committees, forums, etc.); use of digital technologies for communication between the authorities and citizens (petitions, consultations, discussion of draft laws online). The disclosure of the topic demonstrates deep understanding of the organizational and legal cooperative aspects, their importance for the management effectiveness, as well as ways to improve this cooperation based on international experience and modern technologies. (Voronkova et al., 2020).

1. LITERATURE REVIEW

The analysis of the latest research on the organizational and legal cooperative aspects between government institutions and the public ones indicates the integration importance of these institutions for the formation of an effective management system. Existing cooperative mechanisms between state authorities and civil society organizations in the implementative context of the National Strategy for Promoting the Development of Civil Society in Ukraine 2016-2020. M. Hnatenko, M. Magomedova believe that "effective activity of state authorities is possible in the reliable information links presence between all links.(Hnatenko et al., 2019)

The new democratic Ukrainian society requires an active information policy on the part of state authorities and the necessary support of the public, effective feedback between the state and society.(Degtyar, 2019). Research focuses on the civil social role as an active participant in the control and supervision processes of state activities.

The problems are considered to be insufficient legal basis for full-fledged cooperation and low procedure transparency, forming cooperative mechanisms between state authorities and civil society organizations in the implementation context of the National Strategy for Promoting the Development of Civil Society in Ukraine 2016-2020. (2016) To improve this interaction, regulatory changes and the involvement of citizens in decision-making processes of public-private partnerships in post-communist countries are important. (Yegorycheva et al., 2020)

The purpose of the article is to analyze the theoretical and practical foundations of organizational and legal cooperative aspects between government institutions and the public ones ones as a key factor in the formation of an effective and transparent public administrative system. Research objectives: 1) considered the cooperation of government institutions and the public as a key element for creating an effective,

transparent and accountable public administrative system; 2) challenges and problems in the cooperation between government institutions and the public ones are analyzed.

2. RESEARCH METHODOLOGY

Methodological approaches to the use of the general methodology, which will be used to solve the organizational and legal cooperative aspects between government institutions and the public ones as a key factor in the formation of an effective and transparent public administrative system. Using the transparent and effective government opportunities for sustainable development in the war and post-war reconstruction conditions in Ukraine is based on a combination of theoretical approaches used for conducting research.

The informational approach acts as a fundamental construction of the universal foundations, which affects human and social development, allows to analyze the governmental institutions and the public cooperation as a key factor in the formation of an effective and transparent public administrative system as a qualitatively new civilization state.

The systematic methodological analysis of the governmental institutions and the public cooperation as a key factor in the formation of an effective and transparent public administrative system is an ordered managing complex system, which also includes non-linear public administration.

Agile methodology as a complex and non-linear ones, capable of analyzing legal and organizational mechanisms and tools that ensure interaction between power institutions and the public ones, which develops in uncertainty, instability, information stochasticity conditions. Agile methodology 3.0 forms the public administration road map as a sustainable development paradigm of modern society, which includes flexible innovative management of its processes thanks to the information and computer technology introduction in high competitiveness conditions, and is carried out on the self-organization, creative and adaptive management thinking principles, forms new digital software concepts, acting as complex adaptive systems.

The synergistic concept and methodological development of organizational and legal cooperative aspects between government institutions and the public ones as a key factor in the formation of an effective and transparent public administration system helps to analyze the interactions of adaptive systems and implement the administrative attractors use solving important tasks and achieving socio-economic management goals.

Approaches to its implementation are the use of cross-cultural analysis with the analyzing foreign experience aim identifying a new conceptual and categorical apparatus - entropy, bifurcation, polyfuration, dissipation (dispersion of energy), attractor, surprising attractor (unpredictability state), informational stochasticity, open system, self-organization, chaos theory.

Entropy in the context cooperation between government institutions and the public ones can be considered as a orderliness and effectiveness measures of this theory. Entropy in information theory indicates the chaos level, randomness and irregularity in the information system, which must be ordered and brought to balance.

The term "bifurcation" originates in chaos theory and the dynamics of control systems and means the branching or path division of a system into two or more different trajectories according to a change in input parameters or conditions. Polyfuration can indicate different branch types, the fluctuation concept is considered as a fluctuation condition, changes and crisis phenomena in the public administration development.

The synergistic organizational and legal cooperative aspect theory between government institutions and the public ones as an effective and transparent public administrative one allowed us to consider it as a

complex system where various digital tools interact with each other, creating a synergetic effect or the optimization possibility, allowing a quick response to changes in legislation, the economic environmental and technological trends.

The synergistic methodology makes it possible to identify optimal ways adapting to these changes in public administration as a complex socio-economic and management system.

An interdisciplinary approach to the organizational and legal cooperative aspect analysis between governmental institutions and the public ones is based on the cybernetic and informatic methods and principles, based on the spiral dynamic synthesis, the Wilber integral approach and others. An interdisciplinary approach helps to go beyond traditional disciplinary frameworks, contributing to a deeper understanding of complex problems and the development of innovative solutions. Therefore, in order to use cooperative possibilities between government institutions and the public ones, a non-linear methodology for the innovative analysis breakthroughs, the teaching attractors, in particular, informational and digital ones, based on the new Agile methodological conceptual principles 3.0, is used.

Nonlinear methodology is an approach to the analysis and public administration modeling that taking into account complex, irregular and unpredictable relationships between system elements. Unlike the linear methodology, which assumes simple, direct relationships, the non-linear methodology taking into account the influence of many factors that can interact in a complex way.

The main non-linear methodological characteristics for the analysis of the organizational and legal cooperative aspects between government institutions and the public ones should be attributed to: complexity, unpredictability, self-organization, fractality. a key role.

The peculiarities of the research include a multidisciplinary approach, a comprehensive analysis, based on consideration of the governmental institutions and the public cooperation in both managerial and socio-economic aspects, such as bias, discrimination and confidentiality violation, interested party involvement that will help achieve the stated goals.

4. RESULTS

1. Cooperation between government institutions and the public ones as a key element for creating an effective, transparent and accountable public administration system

Cooperation between government institutions and the public ones as a key element for the creation of an effective, transparent and accountable public administrative system means the interaction establishment between state bodies and civil society to ensure better governance, processes transparency and power structuring accountability to citizens. Thanks to the involvement of the public, government decisions become more relevant to the population needs.

The public can provide feedback, identify problems and propose solutions, allowing for a faster and better response to challenges. Information about government activities becomes available to the public. This means open decision-making procedures, access to public data and actively informing citizens about the progress of state tasks. The authorities must be accountable to the citizens for their actions, - note R. Oleksenko and V. Voronkova in the article "Institutional support of the public authority system in the historical and systemic public management and administration development context. (2020)

Cooperation with the public contributes to the fact that officials become more accountable, since the public can control the public function performance, monitor the efficiency of the resources use and demand responsibility in violation case. The importance of this cooperation is that the transparent and accountable actions of the authorities increase the citizen trust in state institutions; involving the public allows for the creation of policies that are more reasonable and appropriate to the population needs; openness and public scrutiny reduce opportunities for corruption and abuse.

Therefore, cooperation between government institutions and the public ones serves as a foundation for building modern democratic governance, where citizens actively participate in the formation and state policy implementation, which is reflected in (Table 1).

Table 1. Directions for improving the organizational and legal cooperative aspects between government institutions and the public ones in Ukraine

No	Direction of the development	Content and characteristics
1	Legal basis	Laws and regulations regulating public participation in the state body activities, particularly laws on public councils, public hearings, access to public information, as well as other mechanisms of citizen influence on decision-making processes.
2	Institutional interaction	Organizational structures and mechanisms used by authorities to involve the public in governance. This can be through the advisory body work, for example, public councils under authorities, consultations with the public, creation of joint working groups.
3	Cooperation mechanisms	Mechanisms of citizen participation in the development and state policy monitoring, such as public hearings, electronic petitions, referenda, discussion of draft laws and political initiatives.
4	Transparency and accountability	Creation of conditions for open public access to information about the activities for governmental bodies, including reporting state institution mechanisms to citizens and mass media.
5	Legal guarantees	Ensuring the rights of citizens to participate in public administration, rights protection when interacting with authorities, legal participant protection in public activity.
6	Public control	One of the key cooperative elements between citizens and the state, which provides the monitoring performance possibility of state functions. This includes public auditing of the government's activities through public organizations, mass media and other initiatives. Public control mechanisms may include monitoring, conducting independent examinations, evaluating the political initiative and government program effectiveness.
7	Electronic governance	A modern organizational and legal cooperative form that allows authorities to interact with citizens via the Internet and digital platforms. E-governance includes petition submission, access to public information, e-consultations and participation in public discussions. The implementation of such tools contributes to increasing the accessibility and management process transparency, as well as simplifies citizens' access to public services.
8	Public-private partnership (PPP) models	Cooperation between state bodies and civil or private structures to achieve common goals in the social development field. This model is often used for the implementation of infrastructural projects, regional development, educational programs and health care, where the state and public organizations or private companies can pool resources.
9	Inclusiveness in decision-making	Organization of the decision-making process in such a way as to involve the widest possible range of social groups, including minorities, vulnerable categories of the population and public initiatives. An

		important tool here is the holding public consultations, hearings, and the initiative group creation from various social strata representatives.
10	Advocacy campaigns	Public initiatives aimed at influencing state policy through lobbying for changes in legislation, public actions, collecting signatures, promoting socially significant projects. An important part of such campaigns are legal aspects: they must comply with current legislation and take into account the citizen rights to express their views.
11	Education and public awareness	Creation of educational programs and events to raise citizens' awareness of their rights and opportunities to participate in state administration processes. This also includes public activists and public council members training on the legal cooperation mechanisms with the authorities, as well as providing access to the necessary information.
12	International standards of cooperation	Using international experience and recommendations, such as the standards of the UN, the Council of Europe and other international organizations on human rights and good governance. This may include the implementation of international legal norms aimed at increasing transparency, citizen participation and human rights protection in public administration.
13	Public participation in local self-government	Active citizen cooperation at the local level with self-government bodies through the mechanisms of local referenda, public hearings, meetings and petitions. An important part of this cooperation is ensuring the legal opportunity for citizens to influence decisions that directly affect their local environment.
14	Media and communications	An important element for shaping public discourse, influencing cooperation between the government and the public. Mass media, including social networks, can serve as platforms for disseminating information, discussing government initiatives, and shaping public opinion that influences decision-making.

Source (own research)

Therefore, the analysis shows that the government institution cooperation and the public is a key factor in creating an effective, transparent and accountable public administrative system that meets the social interests and promotes the democracy development and the rule of law.

The advantages of the effective cooperation in quick decision-making due to greater public involvement, increasing the trust level in government decisions; cooperation with citizens provides better access to information about government activities, which increases control over the performance of the state functions; procedure openness and public control help to reduce corruption risks in state institutions, note R. Oleksenko, V. Voronkova, solving the problems. forming a classification model of social processes in public management and administration: a conceptual and categorical apparatus. (2020)

2. Challenges and problems in cooperation between government institutions and the public ones in Ukraine

Challenges and problems in the cooperation between government institutions and the public ones are difficulties that arise in the interaction process between state bodies and civil society, which can hinder effective communication, decision-making, and the organizational and legal principle implementation in public administration in Ukraine. (Zagurskyy, 2022). These challenges can be legal, organizational, social or technological nature, which is shown in Table 2.

Table 2. Main cooperative aspects between government institutions and the public ones

No	Challenges and problems	Content and characteristics
1	Legal barriers	Laws may not be sufficiently clear or vague regarding the mechanisms of interactive between the authorities and the public. Government bodies do not always follow the norms governing cooperation or ignore them, which makes communication difficult. Imperfect legislation or its non-implementation can make cooperation difficult.
2	Bureaucratic obstacles	Bureaucratic mechanisms can be too complex or opaque, which slows down the decision-making process and reduces cooperation effectiveness. Cooperation is often formal in nature without real citizen involvement in decision-making processes. Excessive process formalization can slow down the cooperation effectiveness.
3	Low trust in the authorities	The public often does not trust the authorities due to the historical corruption experience, lack of transparency or insufficient official accountability, which reduces the willingness of citizens to cooperate with. If previous cooperation initiatives have not led to results, this may reduce citizens' motivation for further involvement.
4	Low civic activity	Many citizens may not have enough time, resources or motivation to actively participate in public initiatives. People often do not know about their rights and opportunities to participate in public administration processes. Lack of active citizenship, awareness or mistrust lack of government institutions.
5	Information inequality	The public may not have access to the necessary information due to insufficiently developed public information systems or closedness of power institutions. With the growing digital technology use, many citizens may not have the necessary skills to effectively participate in online cooperation with the authorities.
6	Corruption and conflicts of interest	The corruption presence in power structures can hinder honest and open cooperation with the public. The interests of individuals or groups may conflict with public ones, making constructive dialogue difficult.
7	Social and cultural barriers	Different social groups may have different or even conflicting interests, which makes it difficult to form a common position for cooperation with the authorities. Different regions or social groups may have different ideas about how cooperation with state institutions should take place.
8	Insufficient communication between the parties	The authorities often transmit information unilaterally, without providing sufficient opportunities for two-way dialogue. This leads to a lack of understanding and common goals between the authorities and the public. Lack of effective tools for dialogue can make it difficult to coordinate and discuss important issues. Formal consultations, public hearings or working groups do not always lead to real change.
9	Lack of common vision and strategy	Gap between the interests of the state and the public: Often, state bodies and public organizations have different priorities or visions for the public policy development. This leads to conflicts and lack of effective cooperation. In many cases, cooperation is short-term and not based on long-term strategic goals.
10	Insufficient level of professional training of both parties	Both authorities and public activists may lack the professional knowledge and skills necessary for effective cooperation. For example, insufficient understanding of state processes among activists or weak in public communication skills among civil servants.

		Lack in systematic training courses for both sides that would help develop competencies for better mutual understanding and cooperation.
11	Lack of qualified personnel:	Joint educational projects involving both public representatives and civil servants will help to improve qualifications and develop skills for effective dialogue and management. International experience use in order to introduce better interaction practices between the authorities and the public, in particular training in partnership with international experts.

Source (own research)

The analysis showed that effective cooperation between government institutions and the public ones requires overcoming many challenges and problems that arise on the way to common goals. Solving these problems requires a comprehensive approach, including legislative reform, development of new interactive strategies, increasing digital literacy and trust level, as well as active citizen involvement in the decision-making process. Only through open dialogue and joint work can one achieve an effective, transparent and accountable public administrative system that meets the interaction needs between the state and the public, as noted by I. Pogrebinska. (2018)

In order to overcome challenges and problems in the government institutions and the public cooperation, it is necessary to study the international cooperation experience, which include:

- 1) Successful model interaction review between the government and the public in other countries (for example, public-private partnership, integration of citizens in decision-making processes in EU countries, USA, Canada).
- 2) Implementation of international cooperative norms and standards (UN, European Union) aimed at increasing the public administration transparency and efficiency.
- 3) Public control and participation mechanisms, including various forms of control - public hearings, consultations, audits and monitoring the activities of the authorities.
- 4) Electronic platforms for participation, based on digital technologies ensuring citizen participation in governance (electronic petitions, online polls, platforms for discussions and voting).
- 5) Public campaigns and advocacy, contributing to increasing activism role and advocacy campaigns influencing public policy.
- 6) Legal regulatory reform aimed at improving legislation to facilitate interaction between the authorities and the public.
- 7) Increasing the civic activity level, which is based on educational programs and initiatives to involve the public in governance, creating programs to increase the population's awareness of their rights and participation mechanisms.
- 8) Digitization and process automation, which includes the introduction of the latest technologies to improve public access to management processes.

Effective cooperation between government institutions and the public ones requires overcoming many challenges and problems that arise on the way to common goals. Solving these problems requires a comprehensive approach, including legislative reform, new interaction strategy development, increasing digital literacy and trust level, as well as involvement of active citizens in the decision-making process. Only through open dialogue and cooperation we can achieve an effective, transparent and accountable public administrative system that meets the social needs in the practical aspect context in public administration. (Babaev et al., 2019).

CONCLUSIONS

Having analyzed the topic of organizational and legal cooperative aspects between government institutions and the public ones as a key factor in the formation of an effective and transparent public administrative system, we can come to conclusions.

- In order to increase the efficiency of management, it is necessary to improve legal mechanisms and involve more citizens in decision-making processes.
- The importance of using digital technologies and international experience to build more open and democratic management processes.
- Permanent feedback mechanism implementation, including online forums, public consultations, where citizens can express their opinions and suggestions.
- In addition to official press conferences, it is important to organize regular meetings with the public, at which authority representatives report and answer citizens' questions.
- It is important that both government agencies and the public ones work on developing joint long-term plans that include specific goals, means and deadlines.
- Involvement in public not only at the discussion stage, but also at all policy formation stages and implementation to ensure agreed solutions.
- Creation of clear legal norms that regulate cooperation processes and ensure openness and accountability of authorities.
- Increasing public awareness rights and opportunities to influence state policy.
- Simplification of procedures for more effective interaction and increased access to information.
- Strengthening control over the state institution activities by the public and introduction of anti-corruption mechanisms.
- The use of digital platforms to simplify the interaction process between the authorities and citizens, which can increase transparency and accountability.

Further research will be aimed at overcoming the key challenges in cooperation between government institutions and the public ones, which are related to the implementation of the following problems: 1) Insufficient legal framework - the absence of clear legislative norms that would regulate the participation of citizens in state limit effective interactive processes. 2) Low transparency - limited access to information regarding decision-making by the authorities. 3) Lack of participation mechanisms – civil society often does not have enough tools for real participation in the processes of state policy formation. These challenges can be solved by improving legal regulation, developing participation mechanisms and increasing the transparency of government decisions.

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